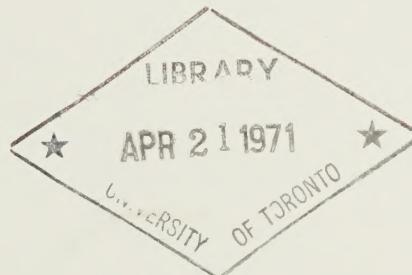


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# SUDBURY

## local government reform proposals



ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS



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*Local government review*

SUDBURY

Local Government Reform Proposals

Ontario Department of Municipal Affairs

Hon. Dalton Bales, Q.C.      W. H. Palmer

Minister

Deputy Minister

March 15, 1971

## Contents

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### Part I -- The Sudbury Area Study

The Historical Background .....	1
The Kennedy Recommendations .....	3
The Reactions .....	5

### Part II -- "The Regional Municipality of Sudbury"

by The Honourable Dalton Bales, Q.C.

Introduction .....	1
Problems in the Sudbury Area .....	1
The Need for Regional Planning .....	2
The Sudbury Area Study .....	2
Municipal Staff .....	3
The Regional Municipality .....	4
Area Municipalities .....	4
Representation and Method of Election .....	6
The Division of Functions .....	7
Finance .....	13
Mining Revenue Payments .....	14
Implementation .....	15
Planning Study .....	15
Responses .....	16

## Part I

### THE SUDBURY AREA STUDY

#### The Historical Background

In February 1969 Mr. J. A. Kennedy, Chairman of the Ontario Municipal Board, was authorized by Order-in-Council to inquire into and report to the Minister of Municipal Affairs upon the structure, organization and method of operation of the municipalities in the Sudbury Area. His Report on the Sudbury Area Study was published in May 1970. Its recommendations will be discussed later, but it is important to note that the Kennedy Report was in fact the culmination of years of discussions regarding the problems and the need for regional planning and municipal reform in the Sudbury Area. One of the key concerns centred on the need for a local government structure through which effective land-use planning policies could be developed and implemented.

The Sudbury and Suburban Planning Board, established in 1948, represented an early attempt at planning on a regional scale. The Chelmsford and Blezard Valley Board represented another important attempt. It became the Nickel Basin Planning Board in 1965 and co-operated with The Department of Municipal Affairs and the Central Mortgage and Housing Corporation on Phase I of the Nickel Basin Planning Study, which was published in 1967.

The Sudbury Urban Renewal Study, published in 1960, presented a good account of the reasons for the increasing concern for regional planning:

"In 1930 Sudbury was incorporated as a City, the population then being 18,000, this happening just as the general world economic depression began to take effect. During these years, because of its weak financial position, the city was under the supervision of the Ontario Department of Municipal Affairs. With no mines and smelters inside the City limits, there was little tax income from the major economic activity, Sudbury's role being that of a place of residence for miners and a service and administrative centre for the surrounding mining area.

The build-up to the Second World War and the recovery in world markets saw expansion begin again around 1936. With most of the land within

the city limits capable of easy development now built on, this new development was located mainly in surrounding McKim Township. The war further increased nickel demand and this was even further accentuated in the post-war years with its increasing use in fast expanding industries, such as the automobile industry and domestic appliance manufacture.

The old City burst at its seams, residential expansion took place in North McKim, then to the east in Neelon Township and north-west in Garson. New Sudbury was born, achieving life as an ill-equipped suburban baby.

From 1947 to 1953, some 17,000 immigrants entered the Sudbury Area, mainly central and southern Europeans, further developing the already cosmopolitan character of the population. Back in the "nineties" the early pioneers represented a variety of races, British, French from Quebec, Ukrainians and Finns. They formed the nucleus of the present day strong ethnic groups, being supplemented by Poles and Italians after the war.

By 1956 Sudbury City had a population of 47,000, McKim 18,000 and Neelon-Garson 11,500. The undeniable inter-dependence and common problems, particularly regarding essential services, such as sewerage and water supplies, inspired amalgamation which took effect from January 1, 1960.

From the early 1950s the sprawl of development stretched its tentacles even further northwards, and to a much less extent southwards. Although the new company towns, Lively, Levack and Hardy, have been built, these together with the older Copper Cliff, Coniston, Creighton, Garson, and Falconbridge only accommodate about one-fifth of the mining employees. Subdivision speculation began in the Chelmsford-Bleizard Valley areas offering lots at low prices; this resulted in a planning problem of scattered, sporadic growth, a problem in its own right ... but inevitably connected with the endeavour to promote sound planning in the Sudbury Region."

The success of the attempts at regional planning was limited, and many people became interested in changes in the municipal structure as a method of getting at the problems. This

interest was stimulated by the release of the Report of the Ontario Committee on Taxation and by the Ontario Government's adoption of a policy of establishing regional governments in various parts of the Province. In 1968, the Sudbury and District Municipal Association established a Committee on Regional Government to investigate this controversial subject.

Several public meetings were held in order to create a dialogue and discussion on regional government. Although some members of the Sudbury and District Municipal Association were initially apprehensive about regional government, further discussion produced a better understanding and revealed that most municipalities in the Nickel Basin were prepared to accept regional government if it was accompanied by a clarification of the municipalities' right to assess and tax processing plants.

#### The Kennedy Recommendations

The next phase was the Sudbury Area Study which resulted in the Kennedy Report. In it Mr. Kennedy made the following recommendations for municipal reform in the Sudbury Area:-

- (1) Regional Government -- that a regional government be established over an area squared off and bordered on the south by the southern boundary of Broder and Dill, on the west by the western boundary of Trill and Cascaden, on the north by the northern boundary of Valley East and Norman, and on the east by the eastern boundary of Falconbridge, Dryden and Cleland.
- (2) Area Municipalities -- that one new city and five new townships be established within the regional area --
  - (a) The City of Sudbury -- Copper Cliff, Broder and Dill and the present City of Sudbury (Population -- 94,000);
  - (b) The Township of Balfour et al -- Balfour, Rayside, the geographic township of Snider and the remaining portions of the geographic townships of Lumsden and Snider (Population -- 13,200);
  - (c) The Township of Dowling et al -- Dowling, Levack, Onaping, and the geographic townships of Cartier, Levack, Trill, Fairbank and Cascaden (Population -- 8,300);
  - (d) The Township of Neelon and Garson et al -- Neelon and Garson, Falconbridge and Coniston and the geographic townships of Dryden, Cleland, MacLennan and Scadding (Population -- 13,000);

- (e) The Township of Valley East et al -- Valley East, Capreol, the geographic township of Norman and the south half of Hutton (Population -- 17,000);
- (f) The Township of Waters et al -- Waters, Lively and Drury, Denison and Graham (Population -- 7,500).

Each of these new area municipalities would be divided into wards for election purposes. Provision would also be made for the establishment of urban service areas in the new municipalities so that just rates could be worked out to pay for new services and facilities to be installed.

(3) Regional Council -- that the regional council be composed of 17 members, all indirectly elected. The Mayor of each new area council would be a member, as would all the members of the new city's board of control. Additional members from the area councils would be the councillors receiving the highest percentage of votes cast in their respective wards. The new City would have 8 members, Valley East 3, Balfour and Neelon and Garson 2 each, and Dowling and Waters 1 each.

The term of office would be two years with elections co-inciding with school board elections in order to generate interest among the electorate. The Chairman of the regional council would be chosen annually by the council from its membership and should be a representative of the city and suburban areas in alternate years.

(4) Division of Functions -- that only a limited number of responsibilities be transferred to the regional council. The following functions would remain local: water, sewers, local streets, police and fire protection, parks and all other distinctly local services. The following would be regional responsibilities: all land-use planning; building standards, building by-laws and the issue of building permits; licensing (to be administered by the police commission in the city and by the local councils in the townships); representation on, and revenue-raising for the public health and social services authorities and capital borrowing.

(5) Taxation -- that revenues necessary to meet the budget of the regional council be apportioned and requisitioned from each area council on the basis of equalized assessment.

(6) Roads -- that responsibility for all roads initially remain with the area councils. However, the regional council would prepare a study within one year to help determine which roads should become regional.

(7) Conservation Authorities -- that the two existing conservation authorities be united and their jurisdiction extended to include at least some part of the Vermillion River and its watershed.

(8) Hospitals -- that the municipal share of the capital costs of hospitals be made the responsibility of the regional council.

(9) Separate Schools -- that a study of separate school revenues and their relation to the new tax on mining facilities be undertaken.

(10) Unorganized Territory -- that because of the great need for control of development in the unorganized areas, permits for development and land-use be placed in the hands of a single authority administered by one official whose decisions would be subject to review by the Cabinet.

(11) Regional Statute -- that attention be given to the development of a statute or a new part for The Municipal Act to consolidate all those provisions which will apply to and govern all regional local governments.

(12) The Future -- that after three years of operation, a further study be commissioned to propose further changes.

#### The Reactions to the Kennedy Report

After the Kennedy Report was made public in June 1970, the Minister of Municipal Affairs received a number of briefs and a great many letters. Most agreed that municipal reform was both necessary and inevitable. There was general agreement with Mr. Kennedy that some form of two-tiered regional government would be appropriate for the Sudbury Area. The Brief of the Sudbury and District Municipal Association, a consensus report from all the municipalities in the proposed regional area, and individual submissions from the City of Sudbury and a number of the towns and townships supported this position. A single municipality for the entire area was recommended by the Sudbury and District Chamber of Commerce and by a committee of residents of Broder and Dill. Although there was some support for this position, there was strong and widespread opposition.

There was considerable discussion over the location of external and internal boundaries. Several townships not included in Mr. Kennedy's proposed region asked to be included. On the other hand the District Association and residents of some unorganized townships proposed a smaller regional area so that these townships would be excluded.

The District Association accepted Mr. Kennedy's proposal for six area municipalities within the region, although it proposed a number of changes. The most significant was that Copper Cliff not be joined with the City of Sudbury, but instead included in the area municipality with Waters, Lively and Drury, Denison and Graham. A large number of letters were sent to the Minister by residents of Copper Cliff in support of this suggestion of the District Association. The City argued just as strongly that Copper Cliff should become part of the new city.

The Council and residents of Capreol vigorously campaigned to have Capreol plus Norman and Hutton townships established as a separate municipality within the region, rather than being included in Valley East. The Council of Rayside made strong representations against being consolidated with Balfour and asked that Rayside be left as a separate area municipality within the region.

Differences of opinion were expressed with regard to representation on regional council. The Kennedy Report had recommended a 17 member council -- 8 from the new city and 9 from the five area municipalities. The District Association proposed a 20 member council with 10 from the city and 10 from the outer municipalities. The City of Sudbury proposed a 16 member regional council with 10 from the new city and 6 from the rest of the region. Except for the brief of the Broder-Dill Committee, there was unanimous support for an indirect system of election to the regional council -- that is, that all members of regional council would also be members of an area municipal council. Opinion was divided on the most appropriate term of office for the new regional and area councils. Both two and three year terms were suggested. There was general agreement, however, that the first Chairman of the regional council should be appointed by the Province.

The Briefs of the District Association, the City of Sudbury, and the Township of Dowling contained detailed recommendations on the division of functions between the regional and area councils, although this question generated less controversy than did boundaries. There was virtually unanimous agreement with Mr. Kennedy's proposal that the land-use planning function be exclusively at the regional level. Only Dowling asked that it be a joint area-regional function.

Mr. Kennedy recommended that the responsibility for sewers and water remain entirely with the area municipalities. The City of Sudbury agreed with his view. The District Association, however, recommended a strong regional role with regard to both of these matters. Mr. Kennedy made no recommendations regarding garbage disposal, but the District Association and the City proposed that the selection of sites, and disposal be a regional

responsibility, and that garbage collection remain an area function.

Mr. Kennedy, the District Association, and the City all proposed that the region be made responsible for building by-laws, inspections and permits. Only Dowling opposed this.

Public transit was not dealt with in the Kennedy Report. However, the District Association and the City strongly recommended that this be made a regional responsibility because of the importance of this matter in the Sudbury Area.

Mr. Kennedy proposed that the regional council be responsible for representation on, and revenue-raising for the public health and social services authorities. The District Association and the City suggested instead that these functions be performed by committees of the regional council. Except for Dowling, it was agreed that the municipal share of hospital financing should be a regional responsibility.

Mr. Kennedy proposed that the two conservation authorities in the Sudbury Area be merged. The City and the District Association requested that conservation be made a responsibility of the regional council, rather than of a special-purpose conservation authority. There was general agreement that parks and recreation should remain the responsibility of the area municipalities, although the District Association asked that provision be made for the development of regional parks. There was unanimous agreement that fire protection should be an area responsibility, as should police services, at least until a thorough study has been carried out.

These views have been carefully studied, and numerous meetings and discussions have been held by the Minister and staff of the Department of Municipal Affairs with the local members of the Legislative Assembly, the municipal councils, boards, commissions and residents of the Sudbury Area. In addition, all the provincial departments have been canvassed for their reactions to Mr. Kennedy's recommendations. From this process a tentative proposal for a Regional Municipality of Sudbury has been developed which is included as Part II of this document.

PART II

ADDRESS BY  
THE HONOURABLE DALTON BALES, Q.C.  
MINISTER  
DEPARTMENT OF MUNICIPAL AFFAIRS

"THE REGIONAL MUNICIPALITY OF SUDBURY"

MARCH 15, 1971

Ladies and Gentlemen:

I am extremely pleased to be with you this evening to present a tentative proposal for a Regional Municipality of Sudbury. As you know, I have been Minister of Municipal Affairs for little more than two weeks. Until March 1st I was familiar only with the general principles of the proposals for municipal reform in the Sudbury Area, through our discussions in Cabinet.

Since becoming Minister, I have assessed carefully the details of the plan developed by my predecessor and the staff of the Department. However I have not yet had the opportunity of discussing and assessing the various alternatives for municipal change with the local people and municipal councils in the Sudbury Area. You will understand that I am anxious to talk to and hear from as many of you as possible.

I wish to indicate, therefore, that this proposal is for purposes of discussion only. In order that I may gain a clear idea of your views, there will be ample time for reactions, and I invite all of you to respond to the proposal. After that we will be able to decide how quickly we should move toward legislation and implementation of regional government.

As a member of the Cabinet for the last four years, I have followed with interest the municipal reform program. Before becoming a member of the Ontario Legislative Assembly I was for a time a councillor in North York, a Borough of Metropolitan Toronto. I have seen the benefits brought to that area by Ontario's first regional government.

#### Problems in the Sudbury Area

In my short time as Minister of Municipal Affairs, I have become more aware of some of the problems in the Sudbury Area that will require action in the near future. The traffic situation, the absence of a public transit system, the housing shortage, and the lack of vital services, especially water and sewers, in the urbanizing areas, are becoming more and more serious.

These are problems which affect everyone in the Nickel Basin. The present municipal structure is obsolete in trying to deal with them. In fact, existing municipal boundaries have often proved a hindrance in the attempt to devise solutions. Traffic problems, for example, affect every single municipality. Too often in the past, however, the individual municipalities have attempted to deal with them separately, and you are all too familiar with the results. Finding solutions will require the co-operation and participation of all.

### The Need for Regional Planning

All these problems are related to future growth and patterns of land use. The Sudbury Basin is one of the great mining areas in the world, and one of the most dynamic growth areas in Ontario. The geography, however, is not uniformly conducive to residential growth and the provision of sewer and water services. This combination of critical present problems, a dynamic rate of economic and population growth, and a somewhat unfriendly geography presents enormous challenges and calls for new approaches.

One of the encouraging features of all the discussions my department has had with the municipalities and people of the Sudbury Area has been the very real concern expressed for the need to plan wisely for the growth of the Nickel Basin. For example, where should future residential development go? How can services be provided in the most reasonable and economical way, and in a way that is compatible with the environment? Are there to be fifteen different sewage treatment plants and systems or is there a more rational approach? How many water lines should there be from Lake Wanapeitei? How will garbage be disposed of?

As I said earlier, all these matters are inter-related and point out the need for a regional planning approach. This by itself, however, is not enough. Once a regional plan has been developed, there will need to be a means of implementing its recommendations and provisions. The proposal that I am making tonight will, I believe, go a long way toward meeting that need.

This proposal has evolved from the long-standing concern of many municipalities and individuals in the Sudbury Area about the need for regional planning. There have been several attempts to create an instrument to achieve this. The Sudbury and Suburban Planning Board was established in 1948. The Nickel Basin Planning Board was established in 1965, and it co-operated with my department and the Central Mortgage and Housing Corporation in the publication of Phase I of the Nickel Basin Planning Study. It was hoped that this would provide the initiative for the development of an Official Plan for the Nickel Basin, but this was not achieved.

### The Sudbury Area Study

Increasing frustration over the difficulty of developing effective regional planning coincided with increasing interest throughout Ontario in possible methods of changing the local government structure, and spurred the Sudbury and District Municipal Association to establish a Committee on Regional Government. That Committee's activities led to the appointment in

February 1969 of Mr. J. A. Kennedy, Q.C., the Chairman of the Ontario Municipal Board, as Commissioner of the Sudbury Area Study. Mr. Kennedy, a distinguished native of Sudbury, was authorized to inquire into and report to the Minister of Municipal Affairs upon the structure, organization and method of operation of the municipalities in the Sudbury Area.

His Report was published in May 1970 and made public here in June. Its recommendations are summarized in the document that will be available after I have made my statement. Also summarized are the responses we received to Mr. Kennedy's Report. One in particular was unique. It was an attempt to find some agreement among all the municipalities in the proposed region on the most appropriate form of regional government. The Sudbury and District Municipal Association established a Committee composed of all the Mayors and Reeves to react to Mr. Kennedy's Report and develop its own recommendations. The Chairman was Mayor Solski of the Town of Coniston.

After numerous meetings, the Committee presented its Report to the full Association, and the Association's views were then presented to the Minister of Municipal Affairs. It advocated a stronger regional municipality than did Mr. Kennedy. On this the members of the District Association were almost unanimous.

The Council of the City of Sudbury, under Mayor Fabbro, also made an important contribution to the discussions. It prepared some detailed estimates of the financial effects of changes in municipal boundaries, from which it developed its own Brief to the Minister. Its position came closer to that of Mr. Kennedy.

#### Municipal Staff

In every area where changes in municipal structure are proposed, a question of very real concern is -- how will municipal staff people be affected? Where changes have been made, the legislation has provided a specific guarantee of continued employment for one year to all employees of the municipalities. This has not proved completely satisfactory, especially when some of the new councils, occupied with the problems of setting up their new organizations, can find little time to work out new collective agreements.

We recognize the problem and are exploring ways of dealing with it; causing anxieties for municipal staff people is definitely not a purpose of our municipal reform program. In the months ahead, we will want to discuss this problem

thoroughly with all the municipal councils and their staff.

I want to acknowledge the Brief of the Sudbury and District Council of the Canadian Union of Public Employees which was submitted in January 1971. My staff have been studying it and will be contacting the Council to arrange a meeting.

#### The Regional Municipality of Sudbury

I want now to outline the proposal for a Regional Municipality of Sudbury. The boundaries of the proposed region are shown on the map which is included in the copies of my statement. They follow closely the boundaries proposed by the District Association, which suggested the exclusion of a number of unorganized townships which Mr. Kennedy had proposed to include. We agree that these would add an unnecessary burden to the new region in terms of providing services. In addition we would propose that the east half of Dill township be excluded, as the City of Sudbury has requested. Thus Cartier, Cascaden, the northern part of Trill, all of Scadding, Cleland, and the east half of Dill would not be included in the regional area.

We would, however, propose that the geographic townships of Lorne, Louise and Dieppe and a small part of Hyman around High Falls be included. Highway 17 passes through Lorne and Louise, and Highway 549 extends south through Louise into Dieppe. There is a good deal of development in this area which may require municipal servicing and it would be logical to include it in the region. The portion of Hyman suggested for inclusion contains some development, which should also be included in the region.

#### Area Municipalities

Mr. Kennedy gave strong support to the principle of consolidation of municipalities within the region. We agree with that view.

We would propose that the fifteen existing municipalities be consolidated into eight new area municipalities within the Regional Municipality of Sudbury. I will be attaching names to the area municipalities for descriptive purposes. If the existing councils agreed that the choice of name for a new municipality should be submitted to a decision of the electors, this would be provided for. Similarly the new Council of an area municipality would be able to choose a name.

The eight area municipalities would be as follows:

(1) The City of Sudbury would be composed of the present City, the Town of Copper Cliff, the geographic township of Broder and the west half of the geographic township of Dill. Mr. Kennedy recommended that Copper Cliff be included in the new City; we agree. This is a matter of vital interest to the City of Sudbury. Economically it is important to the entire region that Sudbury have as sound a tax base as possible. From a geographic and community point of view there are strong links between Sudbury and Copper Cliff which make this consolidation a logical course of action.

Broder and the west half of Dill also clearly need to be included in the new City. A substantial amount of uncontrolled development has already taken place in these townships. Severe problems have resulted and a provincial zoning order is now in effect. The only feasible means of servicing this area is to include it in the City of Sudbury.

(2) The Township of Neelon and Garson would include the present Municipality of Neelon and Garson, the Town of Coniston, the Township of Falconbridge and the geographic townships of MacLennan and Dryden.

(3) The Town of Capreol would include the existing Town of Capreol, the geographic township of Norman and the southern half of the geographic township of Hutton. There is a distinct separation between Capreol and Valley East. The settlement patterns are such that the two will remain distinct communities.

(4) The Township of Valley East, therefore, would include the existing Municipality of Valley East plus the remaining part of the geographic township of Lumsden south of the Vermillion River.

(5) The Township of Rayside has a growing urban centre in Azilda, which is separated from Chelmsford by farmlands. We would recognize this physical separation by proposing that the new Township of Rayside be composed of the existing Municipality of Rayside plus all but the southerly two concessions of the geographic township of Snider.

(6) The Township of Balfour would be composed of the Municipality of Balfour except for the southerly two concessions of the geographic township of Creighton.

(7) The Township of Dowling would include the Municipality of Dowling, the Town of Levack, the Improvement District of Onaping and the remainder of the geographic township of Levack.

(8) The Township of Waters would include the Municipality of Waters, the Town of Lively, the Township of Drury, Denison and Graham, the southerly two concessions of the geographic townships of Trill, Fairbank, Creighton and Snider, and the entire geographic townships of Lorne, Louise and Dieppe.

#### REPRESENTATION AND METHOD OF ELECTION

The regional council would have a membership of twenty-one. The Chairman would be appointed for the first term to coincide with the organizational period. His salary would be paid by the Province for this period. In subsequent terms the Chairman would be elected by the members of regional council.

The new City of Sudbury, with a population of 95,000, would have ten members on regional council. The new Town of Capreol, with 4,000 residents, would have one member. The new Township of Balfour, with a population of 7,500, would have one member. The new Township of Dowling, with 7,000 residents, would have one member. The new Township of Neelon and Garson, with a population of 13,000, would have two members. The new Township of Rayside, with 6,000 residents, would only have one member. The new Township of Valley East, with a population of 14,500, would have two members. The new Township of Waters, with a population of approximately 12,000, would have two members.

All members of regional council would be indirectly elected, in other words, members of an area council. The mayor of each area municipality would be a member of the regional council. Each area council would itself decide by what method it wished to select its additional regional representatives.

Each of the eight area municipalities would have its own council with a directly elected mayor. Until we have discussed this with the councils, we would not be prepared to specify the size of the proposed new town and townships. The term of office would be two years and would coincide with that of the Sudbury Board of Education. All the area municipalities, except the City of Sudbury, would themselves decide whether their councillors would be elected from wards or from the whole new municipality. If a new municipality requested a ward system, this could be provided for. But the choice would clearly be left to them.

The Council of the new City of Sudbury would have a directly elected mayor and nine councillors, for a total of ten. All would be members of the regional council. There would be no Board of Control. Seven of the councillors would be elected from the existing City. One would be elected from the present Town of Copper Cliff. The other would be elected from a ward composed of Broder and the west half of Dill. This arrangement would provide representation for Copper Cliff and Broder and Dill on the regional council.

#### THE DIVISION OF FUNCTIONS

The proposed division of functions would be as follows:

##### Planning

Land-use planning is a vital concern in the Sudbury Area. The mining industry will continue to require new workers and the Valley faces a period of rapid urbanization. It is clear that the regional council should have the key role in coping with the development of the entire region, so that the environment can be protected for the future, and so that basic services can be provided in an economical and rational manner. This means that the regional council will have the difficult, but essential chore of establishing priorities and guidelines for the growth of the Sudbury Area. It will need to designate those areas to which future development should be directed, rather than allow residential development to proceed in a haphazard manner.

The regional council would therefore be made responsible for the preparation and continuing implementation of a comprehensive land-use and development policy for the entire region. There should be no planning board; the powers of a planning board as described in The Planning Act would be exercised directly by the regional council. However the council would be able to involve residents in the planning process in an advisory capacity.

The area municipalities would be left with a substantial role in planning. If the area municipalities are to be responsible for local roads, for secondary water distribution, and for the provision of collector sewers, it is essential that they also be responsible for detailed planning within the framework of the regional official plan. If it wished, an area municipality would be able to contract with the regional council to obtain all or part of the planning services required locally from the regional planning staff.

We would therefore recommend the following division in the planning function. It would be the same as in the other regional municipalities:

- (1) Official Plans -- the region would be designated as a Planning Area and regional council would prepare, within a specific number of years, a regional plan with advice from the area municipalities. The area municipalities would be designated as Subsidiary Planning Areas and would each prepare a detailed plan within the framework of the regional plan. No official plan of an area municipality would be approved that did not conform to the regional plan.

Any existing official plans would remain in effect until the new regional official plan received the Minister's approval. But an area council, in consultation with the regional council, would have powers to amend such plans in the interim.

When an official plan had been adopted by the regional council and approved by the Minister of Municipal Affairs, all existing official plans that remained in force would have to be brought into conformity with the regional plan.

- (2) Subdivision Agreements -- would be the responsibility of the area councils. The regional council should be able to assist the area municipalities in developing sound design standards for subdivisions and uniform subdivider agreements. It would also be able to enter into subdivision agreements with area municipalities or individuals where regional services or responsibilities were directly involved. Final approval of subdivision applications would continue to be the responsibility of the Minister of Municipal Affairs. An important element in these decisions would be the views of the regional council on the appropriateness of any proposed subdivision in terms of regional priorities. Moreover the regional government legislation for Sudbury would contain a provision for the delegation of any of the Minister's powers of approval under The Planning Act to the regional council.

- (3) Zoning -- would be the responsibility of the area councils, within the framework of the regional and area official plans. The regional council would have the power to become involved in zoning if an area council defaulted on its responsibility.
- (4) Land Division Committee -- I would propose that the regional council establish a Land Division Committee to deal with all applications for severances. Applications for minor zoning variances would be dealt with by Committees of Adjustment of the area municipalities.

#### Regional Sewer System

The regional council would assume responsibility for the design, construction and maintenance of sewage disposal plants, major sanitary and storm trunk sewers and drainage outlets, and the extension of such facilities from the area councils, as in the other regional municipalities. The regional council would assume responsibility for this regional sewage works system as defined by by-law after a thorough study to determine which existing facilities should be administered by the region. This responsibility would not be vested in any utilities commission.

Intermunicipal agreements, either within or beyond the limits of the regional corporation, would become a regional responsibility. In addition, agreements between a local municipality and a person other than a municipality would become the responsibility of the region if the facilities required to fulfil the agreement were assumed by the region.

The regional council would have to approve all proposed connections to regional facilities before any area municipality or private individual began such work. The region would by by-law establish standards governing local works connected to regional facilities. The regional council alone would contract with any municipality outside the regional area with respect to sewage or land drainage projects.

No compensation would be paid to a local municipality for facilities assumed by the region. The region would pay the principal and interest due upon the municipality's share of any outstanding debt in respect of such facility. However the regional council, by by-law, would be able to provide for and collect a special rate from a particular area municipality to recover the costs associated with sewage projects benefiting all or part of that municipality. The area municipality in turn would be able to meet this obligation from general revenues or pass a by-law under Section 380 of The Municipal Act to create a sewer service area rate. The regional council would also have

the power to make contributions toward the cost of area programs to separate storm drains from sanitary sewers. The powers of the regional council would be subject to the provisions of The Ontario Water Resources Commission Act.

#### Regional Water System

The regional municipality would be designated in legislation as responsible for the supply of water to area municipalities, as in other regional municipalities. It would make all agreements to purchase or sell water with municipalities beyond the limits of the regional corporation. The regional council would have the power to regulate by by-law the quantity of water supplied to an area municipality, and would have to approve any proposed sale by an area municipality to individuals beyond the limits of that municipality. The region would have to approve proposed extensions and connections to area water systems, and could pass by-laws establishing standards and regulating the design and maintenance of area systems.

The assumption of regional water services would be accomplished by a by-law of the regional council, following a detailed study which would provide a sound basis for the designation of facilities as either regional or area. The regional and area municipalities would be expressly forbidden to entrust any responsibility for the supply of water to a utilities commission.

The assumption of regional water facilities would involve no compensation to municipalities or local boards. The region would pay to area municipalities the amounts of principal and interest due upon the local municipality's share of any outstanding debt in respect of such water works. The regional council could charge different rates to one or more area municipalities, but such rates must be sufficient only to make the regional system self-financing. Again the region's powers would be subject to the provisions of The OWRC Act.

#### Garbage Sites and Disposal

Garbage disposal is being recognized as an important problem and, with the new regulations concerning the incineration of garbage, the need for a regional approach in the Sudbury Area has become more urgent. The regional council would therefore be responsible for the location of garbage disposal sites and for the provision of disposal facilities. The area municipalities would be responsible for the collection of the garbage.

#### Building By-Laws, Inspections and Permits

It would be more appropriate that the responsibility for building by-laws, inspections and permits remain at the area municipal level for the immediate future. This could be reconsidered when the new provincial policy emerges.

### Regional Roads

The establishment of a regional road system is an essential step in planning for the rational development of the Sudbury Area. The regional council would therefore be responsible for the construction, repair and maintenance of arterial roads and highways, and would also have the right to take over access to such roads and to control land-use along them.

There would need to be a considerable period for a thorough study, and for negotiations between the regional council and the Department of Highways on the roads to be included in the system, and on the appropriate financial arrangements. Therefore we would recommend that a regional roads system be established by regional by-law by some point during the first year of operation, to come into effect on January 1st of the following year.

The area municipalities would continue to be responsible for local streets and for roads and bridges which were not assumed by the regional council.

### Public Transit

This is an important matter in the Sudbury Area and it is clearly desirable to grant to the regional council the responsibility for public transit throughout the regional area. The regional council therefore would have the power to establish a system of public transit. In general terms, it would be responsible for all forms of local passenger transportation within the regional area, except for taxis and buses owned and operated by the school board or private school.

### Public Health

The Sudbury and District Health Unit provides public health services in the Districts of Sudbury and Manitoulin and in the Township of Elliot Lake in the District of Algoma. The health unit would continue to exist, with the regional municipality as a participating member. The representatives on the health unit board selected by the present municipalities within the proposed regional area would in future be regional councillors, selected by the regional council. The health unit board would still have thirteen members, of which seven would be regional councillors. The other participating municipalities would select four and the Lieutenant Governor in Council two, as at present.

### Social Services

The District Welfare Administration Board administers municipal social services in all municipalities in the District of Sudbury except for the City of Sudbury. These services include General Welfare Assistance, Homemakers and Nurses Services, and Day Nurseries. The District Welfare Administration Board would

continue to exist with the regional municipality as a participating member.

The District Welfare Administration Boards Act does not specify exact representation from each municipality on the Board, except to say that three to five members will be appointed by the municipalities and two by the Lieutenant Governor in Council. In view of the establishment of the region, a system of representation on the District Welfare Board would be worked out by all the affected parties. The representatives on the Board from the regional municipality would in future all be regional councillors.

The Home for the Aged serves the entire territorial District of Sudbury and is administered by a District Board of Management whose members are appointed by the Lieutenant Governor in Council. Operation of the Home for the Aged would continue to be a District function under the Board of Management with no change in the present manner of appointments.

The Children's Aid Society would, of course, continue its present functions and relationships.

#### Conservation

Under the provisions of The Conservation Authorities Act, the regional municipality would replace the existing municipalities on any conservation authority in the region.

#### Parks and Recreation

The functions of parks and recreation would be a responsibility of the area municipalities.

#### Police

The police function would initially continue to be performed as it is now, until a thorough study could be carried out by the Ontario Police Commission.

#### Fire Protection

Fire protection would be a responsibility of the area municipalities. The region would appoint a regional fire co-ordinator, as in other regional municipalities, to establish an emergency fire service plan.

#### Licensing (except Public Transit)

Licensing, except for public transit, would remain an

area responsibility, at least until the Government has sorted out this matter on a provincial basis.

#### Utilities Commissions

The powers and duties of public utilities commissions, except with respect to the distribution and sale of electrical power and energy, would become powers and duties of the area municipalities or regional corporation. The supply of electrical power by commissions would not form part of the subject of regional legislation.

Hydro Commissions would be continued as presently constituted and would become local boards of the municipalities in which they are situated. A general Government policy on the relation of hydro commissions and regional governments would precede any major re-organization of these bodies.

#### FINANCE

##### Regional Levy

The regional council would be responsible for making an annual regional levy through the area municipalities. This levy would be calculated to meet the sum required for payment of the estimated current regional expenditures. It would include requirements in respect of debenture debt of the area municipalities for which the region was liable. The area municipalities would contribute toward regional costs on the basis of equalized total assessment.

It should be remembered that in the provision of many regional services, the regional council would have the authority to make special charges upon any area municipality receiving particular benefit from the service. Expenditure on services subject to such special charges would be therefore treated separately from the general estimates and would form no part of rates levied generally against all municipalities.

People not receiving the benefits of urban services would be protected by the designation of urban service areas. Property owners outside these areas would be totally or partially exempt from taxation toward the cost of such services as sewers, water, public transit, street lighting and garbage collection.

##### Capital Borrowing

The regional council would have sole authority to issue debentures for the financing of capital expenditures for either

regional or area purposes. All debentures would be issued by the regional council as joint and several obligations of the area municipalities. This does not mean that the cost of all these debentures would be spread equally across the region. The cost would be borne by those who benefit from the facility and on whose behalf the debenture was issued. Having all debentures issued by the regional council, however, would make it possible to obtain the double advantage of securing necessary capital funds at the least cost, and of providing for the establishment and continued operation of a unified long-range capital works program which would be an integral part of the planning operation.

#### Transitional Adjustments

The municipal re-organization itself would cause some redistribution of local taxes in the region. The regional municipality would assume some functions now performed at the local municipality level, and this could cause a redistribution of the amounts borne by the local taxpayers for those services. Similarly, the creation of larger area municipalities would mean that the costs of general local services would be shared on a different basis. Provision would therefore be made for a system of transitional adjustments. These adjustments would be available to relieve the impact of any substantial redistribution in particular localities, including previously unorganized territories, and could operate for up to five years. They would be calculated by the Minister annually during the transitional period.

Provision would also be made to protect any surpluses held by existing municipalities. This would deter any municipality from deliberately incurring a deficit position in its last year of operation.

#### Provincial Grants

Under the provisions of The Regional Municipal Grants Act, a grant of \$7.50 per capita would be paid to the region. A further per capita amount ranging up to \$5.00, depending on population and acreage, would be paid to assist area municipalities in taking advantage of the extension of regional services. In the first year of operation, it is estimated that the effect of The Regional Municipal Grants Act would be to transfer almost an additional one million dollars to municipalities in the Sudbury Region.

#### Mining Revenue Payments

Smelters and concentrators have become eligible for taxation by the municipalities in which they are situated. This has created problems as well as benefits. It has provided additional tax revenue for certain municipalities, but the neighbouring municipalities have been completely excluded from this

source of revenue. No one questions the desirability of spreading this new tax revenue more equitably. The workers in the smelters live throughout the Basin, not only in the municipalities where the smelters are situated. The establishment of a regional municipality would go a long way toward distributing this tax revenue over the entire mining community, and this would bring very real benefits to the whole Nickel Basin.

The formula for mining revenue payments has been a source of controversy for many years. As you know, my Department has been developing a revised system of mining revenue payments in consultation with the Association of Mining Municipalities. However all the details have not yet been completely worked out. Since this is a matter that affects all mining municipalities in Ontario, I will be making a separate announcement on this matter in the near future.

#### Initial Costs

The Department of Municipal Affairs would attempt to offset many of the costs that result from the transition to regional government. Such items include the costs of the first election and assistance toward studies into defining regional facilities and establishing administrative structures.

#### Implementation

You will notice that I have not specified dates for introduction of legislation, nor have I indicated when the Government hopes that this regional municipality will go into operation. To a great extent the date of implementation will depend on your reactions to this proposal. If there is general agreement on the proposals I have made, we should be able to move more quickly toward implementation.

There is considerable room for alteration of the details of the proposal, but I do want to emphasize that the Government considers it essential at some point to have a regional government in the Sudbury Basin. The problems are acute and a new form of municipal government is needed here to come to grips with these problems.

#### Planning Study

Although the implementation of this proposal may not be immediate, the problems that I have been referring to require immediate attention. There is a real need for a regional planning study, so that a rational and coherent strategy for future growth can be developed.

Therefore I am pleased to announce that my Department, in co-operation with the Department of Highways, has proposed to the Government that it participate with the municipalities in the proposed regional area in a broad inclusive planning and development study. Such a study would examine a number of elements, including the economic base, land-use, the environment, sewers and water, transportation, and garbage disposal. It would provide the basis for an official regional plan to which the regional council could give early consideration. A good deal of work has already been done in past years, but this study would draw together all the various elements, and would include the entire area that is so vitally involved in the implications of future growth. By the time it was completed, there would exist a regional municipality to react to its recommendations and to develop and implement a Regional Official Plan.

The proposed planning study and regional government are essential partners in the rational future development of this area. I want to emphasize that the planning study would not be a substitute for the reforms in local government that I have been discussing tonight.

I believe strongly in the importance of such a study and am prepared to recommend to the Government that it underwrite the entire cost of the study, which would mean a Provincial contribution of approximately one half million dollars over the next two years.

To get the study underway and to respond to my proposals, I would recommend that a committee of all the municipalities in the proposed regional area be established by the Sudbury and District Municipal Association, composed of five representatives from the City of Sudbury and the Mayors and Reeves of the other existing municipalities.

This Inter-Municipal Committee, and a technical committee it might wish to appoint, would work on the planning study with representatives of the Departments of Treasury and Economics, Municipal Affairs, Highways, Energy and Resources Management, the Ontario Water Resources Commission, and the Ontario Housing Corporation.

Members of my Department will be available to work with the Committee on the regional government proposal. I would strongly urge that representatives of the unorganized townships, local and district boards and commissions, and provincial departments also become fully involved in the discussions ahead.

#### Responses from the Sudbury Area

I hope that the individuals, groups and organizations

represented here tonight will draft up their responses to this proposal so that we can gather the views of as many people as possible in the Sudbury Area. I would ask that they be forwarded to my office by June. A copy of each brief will be forwarded to the Inter-Municipal Committee so that the municipalities and the Government will be fully informed.

I want to assure you that the Government of Ontario attaches great importance to this part of our Province and to the future development that will take place here. We recognize that the existing local government system cannot deal effectively with this growth and the challenges it brings with it. In considering our proposal for a new form of local government I hope that you will, together, raise your sights to the broad issues that are critical to all the residents of the Sudbury Area.

Sudbury Proposal

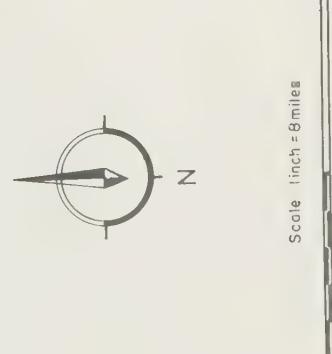
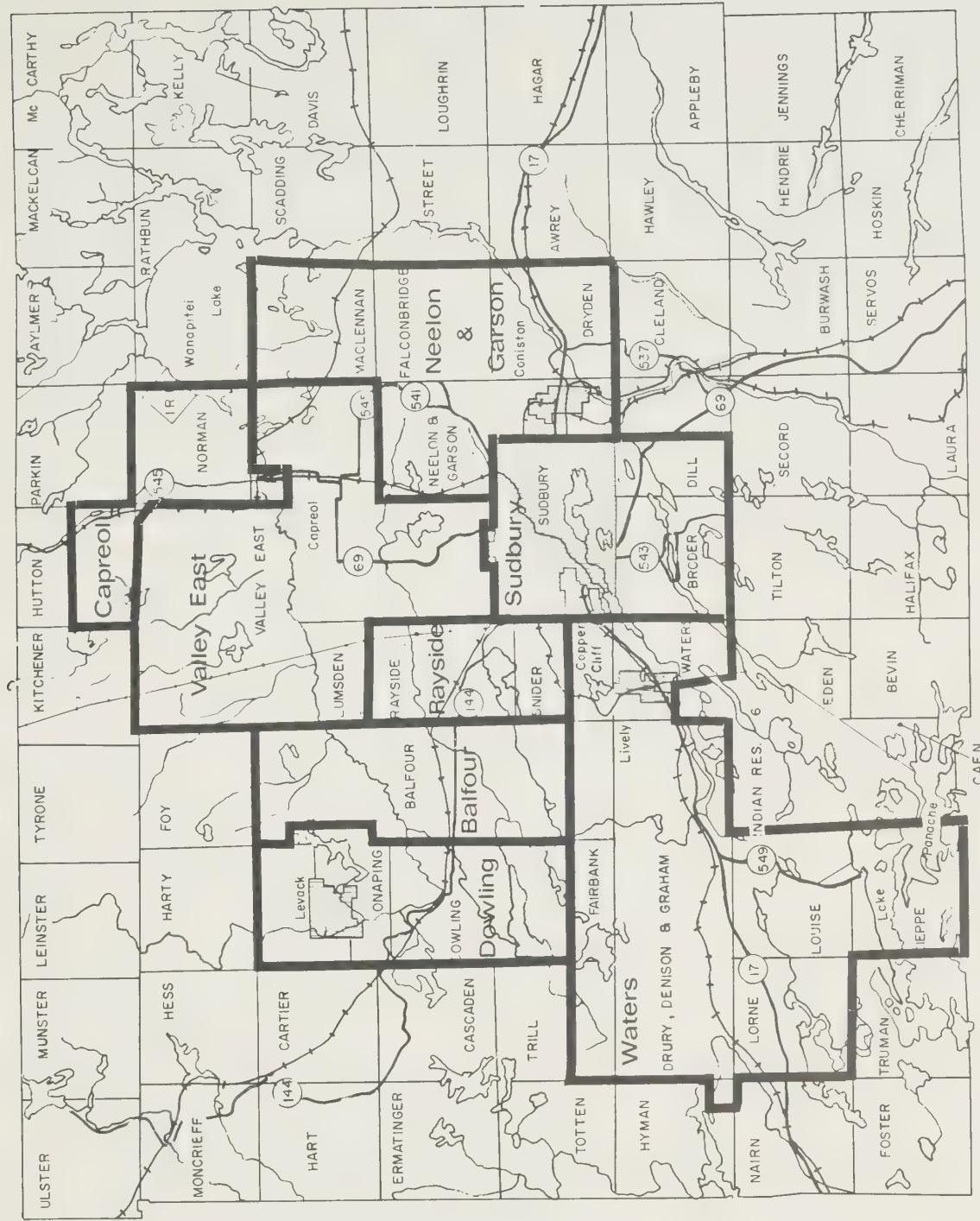
Table 1

Representation on Regional Council

<u>Area Municipality</u>	<u>Number</u>	<u>Who</u>	<u>Population</u>
Waters	2	Mayor plus one	12,000
Dowling	1	Mayor	7,000
Balfour	1	Mayor	7,500
Rayside	1	Mayor	6,000
Valley East	2	Mayor plus one	14,000
Capreol	1	Mayor	4,000
Neelon Garson	2	Mayor plus one	13,000
Sudbury	10	Entire Council	95,000
	<u>20</u>		
Chairman	1	Appointed by the Lieutenant-Governor-in-Council	

## **REGIONAL MUNICIPALITY OF SUDBURY**

## proposed municipal boundaries











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